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BUREAU OF LAND MANAGEMENT PROGRAMS
WITH EMPHASIS ON NORTHERN CALIFORNIA

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Prepared for Federal Forest Resources Conference

April 20 and 21, 1962, Eureka, California

I. The Land Pattern of the National Land Reserve (the unreserved, vacant lands of the Public Domain, under the administration of the Bureau of Land Management)

The accompanying map shows, in general, the public land pattern in northern California. Of the 17 million plus acres in the National Land Reserve in California, roughly 2.0 million are located in the northern part of the state.

Table I shows a breakdown of the approximate acreages of National land reserved, compared to the total surface acreage, and the best figures available on acreage of commercial timber lands by counties.

II. General Statement of BLM's Long Range Program for California.

California with a surface acreage of 100 million acres, has some 47% in Federal ownership, 17 million acres (17%) of which are public lands administered by the Bureau of Land Management. These lands will play an ever increasing role in the economic and social development of the state and Nation. This is evidenced by the rapidly changing National Defense Programs and their many demands upon natural resources, the response to the President's message calling for vigorous programs for the conservation of our natural resources, the rapid population growth and improved transportation systems with corresponding urban sprawl and by technological advances for development and use of the many natural resources. Increased interest in and understanding of the role of public lands by local governments, along with the State and Federal water development and distribution projects are important factors affecting the Bureau's resource program.

As a basis for a long range program, an inventory and classification of the resources administered by master units will be accomplished. Lands best suited for intensive public and private uses will be made available for transfer to appropriate forms of ownership. Lands best suited for public use under an intensive management program will be retained under Bureau administration. The resource management program will emphasize forestry, grazing, recreation, wildlife and mineral uses. A long standing potential of off-shore mineral development is just now beginning to attract the interest of industry. The outer continental shelf represents

TABLE I

BUREAU OF LAND MANAGEMENT

NATIONAL LAND RESERVE ACREAGES

NORTHERN CALIFORNIA

UKIAH DISTRICT

<u>COUNTIES</u>	<u>TOTAL ACRES</u>	<u>BLM NATIONAL LAND RESERVE</u>	<u>COMMERCIAL TIMBER ACREAGE</u>
Del Norte	641,920	743	162
Colusa	737,920	31,589	0
Humboldt	2,286,720	54,282	34,377
Lake	803,840	100,596	1,473
Marin	333,440	0	0
Mendocino	2,246,400	115,647	38,274
Napa	505,600	38,136	2,740
Solano	529,280	2,098	0
Sonoma	1,010,560	8,006	360
Yolo	661,760	29,812	0

REDDING DISTRICT

Butte	1,065,600	13,677	4,984
Glenn	842,880	32,029	0
Shasta	2,461,440	163,073	42,490
Siskiyou	4,040,320	78,942	31,220
Tehama	1,903,360	40,620	7,385
Trinity	2,042,240	67,625	39,977

SUSANVILLE DISTRICT

Lassen	2,910,720	1,045,207	46,945
Modoc	2,620,160	322,511	6,273
Plumas	1,644,800	10,884	9,184
Sierra	613,120	8,949	2,720

Total	29,902,080	2,164,422	268,564
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SACRAMENTO DIST.

712,583

2,877,005

an important reservoir of mineral resources and will in the immediate future become a new Bureau activity in California.

With increasing time for leisure, particularly rapid increasing of the after-retirement age group, facilities for adequate outdoor public recreation and urban living are needed. The efforts to meet the demands for the public domain resource are reflected in the programs for Forestry, Range Management, Engineering, Lands, Recreation, and Minerals. A major change in trend of recreational development of public lands by the Bureau of Land Management is just now starting in the Bureau's program and will increase throughout the entire program period. This is, that in addition to our present policy of making public lands available for recreational development by local agencies or groups, the Bureau must develop and manage public recreation areas. The impact of these developments together with companion commercial activities under a policy of multiple use will be a major factor in many local economies.

With enabling legislation the program period will embrace a major urban and industrial development where public lands are available around the perimeter of cities generally. Built into the management of these public land programs, under exploding population conditions are conflicting and trespass uses that must be investigated and adjudicated. The workload for this activity will be increased to keep pace with the inventory and to facilitate classification activity.

The completion of adjudication of range privileges, with intensification of the management and conservation practices are programmed for the 1961-1967 period. Establishment of cooperative land and wildlife management areas with emphasis on multiple use will increase, with the State of California the principal cooperator. With increasing demands for recreation and wildlife uses range use studies including actual use, condition and trend studies will be expanded. With intensified management, allotment of ranges, and closer supervision, development projects in vegetation, protection, soil stabilization and water management will be stepped up so that by 1980 district operations should be leveling off on a sustained yield production.

It is estimated the present Forestry program in California is producing less than half of the possible sustained yield cut from the public domain lands under complete silvicultural management. By 1966, with planned inventories, increased manpower and funds for access roads, the commercial timber sale program in California will expand to 50 million bd. ft. annually. Further expansion to full sustained yield goal will be attained by 1980. This is important in the economy of many smaller communities in central and northern California.

The woodland type, some 1,500,000 acres, is estimated to have an annual growth of 30 million bd. ft. with a possible cut of 10 million bd. ft. of products cut from these lands by 1980.

Timber trespass problem is one of the big problems with a present backlog of cases. New discoveries will add to this backlog until about 1965. It is estimated trespass will be on a current basis of handling as discovered by 1980.

A tremendous backlog of forest areas needing rehabilitation exists. Surveys and inventories are planned for each year, with planting to start as rapidly as funds become available, starting with at least 2000 acres per year and increasing to 4,500 acres per year by 1980. Major revenues returned from the investment in forest development will not be realized until after 1980.

Fire protection of the public domain lands is presently a complex mixture of force account, three different contracts and limited emergency protection. Fire protection needs will increase with population increases, multiple use and improved management to increase vegetation. A complete study of fire protection of public domain lands in California has been initiated and unless the study reveals some means of reducing or holding down cost it is planned to convert all fire protection to force account by 1980.

Of the 100,353,920 acres in the State, 16 million acres still are unsurveyed. 10.5 million have been surveyed since 1910 and monumented with iron posts. 73.5 million were surveyed between 1851 and 1910 by contract surveyors and monumented with native materials which are now deteriorated, obliterated, missing or otherwise unidentifiable. The remaining evidence of these surveys is rapidly disappearing. Between 1871 and 1885 some 179 townships were surveyed under contract, the work of which is known to be in part, at least, erroneous with many corners never established. Eventually resurvey of these townships will be required.

Four million acres of unsurveyed lands and 8.5 million acres of lands needing resurvey are administered by the BLM. An estimated 5 million of these acres will require survey or resurvey by 1980.

In the National Forest some 25,000 corners or the equivalent of 4 million acres of special survey will involve remonumentation. About 600,000 acres of the 3,340,000 acres administered by other federal agencies will require resurvey by 1980.

Practically all programs for development, rehabilitation and use of the public lands will require the services of the Engineering Division.

In title transfer this service will in many instances require surveys and/or preparation of supplemental plats.

It is estimated 250 miles of existing road and 350 miles of new road to implement the access road program will be required by 1980. Some 700 miles of service roads for multiple use administration will be required by 1980. The recreation development and other construction of buildings and facilities will be an important demand on the Engineering Division.

III. Inventory of the National Land Reserve - Lands and Resources.

The lands administered by the Bureau of Land Management are a residual following the transfer of lands under a variety of public land laws and the creation of various special land reserves, such as National Forests and National Parks. These residual lands, a National Land Reserve, are attaining greater importance yearly both as a reservoir of undeveloped land for intensive public and private use and as an area needed for balanced resource use by the public in general.

The process by which the objective is to be accomplished has been termed the "Master Unit Classifications System." It provides for the analysis of the National Land Reserve land pattern and the public and private needs in the area. The tenure arrangements and adjustments to be made on the NLR to properly accommodate those needs, consistent with the public interest, will be determined. The tenure adjustments so identified will accomplish the following:

1. Provide a sound basis for developing a sustained resource management program.
2. Transfer title to lands not needed, proper, or suitable for BLM management.

Initial Analysis

The initial analysis is the first or initial step of this program. It will be followed by the final step, the detailed analysis and classification, or the action program. The "master unit" is the land designation for the unit study area. It is defined as a distinctive geographic land use planning study area within a state, characterized by a similarity in its physical and economic resources and environment such as to differentiate it from other adjoining Master Units. In the Ukiah District two such distinctive areas are recognized: timber lands, or the North Coastal Master Unit; grazing lands, or the North Bay Master Unit. Both areas are characterized by extensive brush fields. Drainage in the north coastal unit is generally northwesterly or westerly; in the southern unit drainage is generally south and southwesterly. The initial analysis is of a general nature, giving background information necessary for the final detailed analysis and classification.

IV. Specific Management Program and Problems - Lands and Minerals.

1. Unauthorized Occupancy. A major problem in administering the public lands is that of unauthorized use and/or occupancy by individuals without legal authority. A recent study of this problem has been presented to our Director for use in assisting with legislation, such as that introduced by Congressman Harold T. Johnson (H.R. 10773). It must be recognized that final action is necessary on such claims, legal or illegal, before a disposal or management program can function. The following extract of this study set out the major problems involved:

A. Hundreds and possibly thousands of individuals are occupying and/or using the public lands without legal authority. Our present inventory, which is far from complete, now reports 538 cases. By far, the most common is occupancy for full or part time residential purposes. This unauthorized use interferes with the lawful use and management of the National Land Reserve.

B. Most of these occupants claim an interest or equity in the land by virtue of the mining laws, either through the location of a claim themselves or via a quit claim deed purchased from the original locator or a successor in interest. There are all degrees of this equity. Some of these people have lived on the land for many years, and at one time they or their ancestors actually mined the land. Others are of very recent origin, having purchased a quit claim deed within the last few years or few months. There is a considerable traffic in quit claim deeds for mining claims in California, and many of the persons who purchased these are of moderate means and have expended a substantial portion of their savings in attempting to acquire a home for summer use or for retirement purposes. We have every possible shade of unauthorized occupancy under the mining laws ranging from the completely innocent to the completely deliberate and intentional.

C. A minority of these occupants are elderly and are on relief, social security, or some other form of pension. Regardless of the extent of their legal equities these persons are the object of a great amount of public sympathy and are always cited as examples when the question of eviction comes up.

D. Almost without exception County governments are now opposed to the establishment of new small tract areas within their jurisdictions. They are not prepared nor do they wish to assume responsibility for providing the necessary services of roads, schools, fire protection, etc. On the other hand, they are inclined to be sympathetic toward persons already on the land. In consideration of the Counties' position, and other classification factors, we have rejected large numbers of applicants who were not occupants. At the same time, through political pressures, occupants have been afforded an opportunity to purchase tracts, even though this disposition might not be in accordance with sound land classification practice.

E. We have occupancy on lands which are not subject to disposition, either by lease or sale; as an example, we have 5 occupancy cases on Lone Pine Creek in Owens Valley. This land was withdrawn by an Act of Congress in 1931. Nevertheless certain individuals moved on in the late 1930's under the guise of mining claims. One individual filed a small tract application as early as 1940 but the land is not subject to such disposition, and the application was rejected. The mining claims involved were declared invalid in 1945. Since that time these people have remained on the land under a "trespass settlement" of \$5 per year.

In a majority of the cases supplemental surveys must be had before title to the land can be passed. As an example, of the type of survey problems involved, there are certain townships north of Redding in which the Bureau of Reclamation has granted fee deeded rights-of-way to various private utilities. The cost of segregating these rights-of-way has been estimated at more than \$200,000. There are persons living on these lands in trespass. Even if we believe it is otherwise proper we cannot pass title to these occupants without an adequate survey to describe the lands.

F. The land use patterns in California are changing over night. The State of California Water Development Plan, the projects of the Corps of Engineers, The Bureau of Reclamation, and local irrigation districts envision water developments on every major drainage entering the Sacramento and San Joaquin Valleys. Each of these projects creates tremendous new recreation potentials. The state, county and local governments are only just beginning to recognize the public needs for/and values in the National Land Reserve. The "Policies of the Department of the Interior Relative to Reservoir Project Lands" and the "Joint Policies of the Department of the Interior and of the Army Relative to Reservoir Project Lands", both published in the Federal Register for February 22, 1962, will vitally affect our land classification and master unit programming for nearly all of the National Land Reserve in Northern California. They are particularly applicable to the lands bordering the Central Valley, that is from Redding down through the Mother Lode and into the San Joaquin Valley, and these are the areas having the greatest concentration of unauthorized occupancy.

G. As mentioned above some of these occupants are elderly pensioners. In many cases where we have attempted to legalize their occupancy through classification and offering them the opportunity to purchase the tracts, they were unable to come up with the money. Land values are high and are continuing to increase. With every day that goes by our appraisal of these lands, such as in the Mother Lode, will get higher.

H. In addition to the interest of public agencies which has increased greatly within the past year, private individuals and groups are also becoming aware of the public's interest in the National Land Reserve. This is evidenced by articles which have appeared in the New Republic, a comment in the Wildlife Management Institute's Bulletin, for December 1, 1961, a recent resolution of the California Wildlife Federation, and various letters to the editor which have appeared in local papers. These all express the view that these occupants should not be favored to the detriment of the general public.

2. Recreation - Exchanges. While the value of National Land Reserve lands for recreation has in some instances been recognized, their potential values have yet to be explored. These values will begin to unfold through the studies under way in our Master Unit Classification program and continue to be identified as changes in demands, populations, transportation, etc., occur in the future.

The Recreation and Public Purposes Act of June 14, 1926, as amended, together with the Secretary's established price of \$2.50 per acre has made public lands available for local development. Local governmental bodies are taking advantage of this opportunity, where pressures have demanded they do so. Others are only beginning to recognize the possibilities of this available resource at hand.

A problem developing in the general use of "outdoor space", or recreation, is evident here in California where a number of areas are in the land adjustment phase of their establishment. One of the often suggested means of putting together the lands for a useable area has been to make exchanges of private lands for public resources and/or lands. Just how far this program may proceed is reflected in the following analysis of the values involved in a few instances which are now under consideration when compared to values of public lands, in the National Land Reserve which are available for such exchanges.

On August 15, 1961, we reported to the Director that the surface value of the National Land Reserve in California was:

<u>Class of Lands</u>	<u>Areas (Acres)</u>	<u>Average Land Value per Acre</u>	<u>Total Value Based on F.Y. 62 Acreage</u>
Surface Values:			
Commercial Forest Land	275,000	\$193.00	\$ 53,075,000
Woodland	1,525,000	37.00	5,642,500
Open Range Land	12,403,210	13.00	161,241,730
Special Purpose Land	1,320,000	69.00	91,080,000
Other Land	150,000	60.00	9,000,000
Sub-Total: All Classes			
Excluding mineral Lands and/or Values	15,673,210	20.42	320,039,230

These figures are noteworthy in several respects.

First few people are aware of the scope of responsibility of the BLM in California. Roughly 16% of the State comes under the primary jurisdiction of the Bureau.

Secondly, approximately 89% of the acreage, and 95% of the values are found in three categories: commercial forest land, open range land, and "special purpose land". The bulk of these "special purpose lands" are lands considered more valuable for public recreation than for any other purpose.

Legislation now before the Congress includes the Point Reyes bill (H.R. 2775); the Kings Range bill, (H.R. 6793); and the Whiskeytown Reservoir bill (S.3004). Each of these bills include provisions for the acquisition of private lands, within the boundaries of the areas, by means of exchange. For various reasons, landowners seem to feel that they would be better off to exchange their lands rather than sell them. There are certain tax advantages, and they apparently feel that they can get greater values than might be obtained through purchase.

In consideration of these pending bills, plus certain needs for land acquisition in the established Joshua Tree National Monument, we have prepared the following table. It indicates our estimate of the acreage of private lands to be acquired through exchange in each of four areas, together with a conservative estimate of the dollar-value of these private lands.

<u>Location</u>	<u>Estimated Acreage of Private Land to be Acquired by Exchange</u>	<u>Estimated Dollar Value 1961</u>
1. Point Reyes	39,000	\$39,000,000.00
2. Joshua Tree, N.M.	50,000	5,000,000.00
3. Whiskeytown Reservoir	24,000	10,000,000.00
4. King's Range	41,000	6,600,000.00
	154,000	\$60,600,000.00

When we compare this with our first table, we see that it represents approximately 20% of the total value for all lands under BLM administration in California. However, we do not actually have this whole total available to us for exchange purposes because of such things as military withdrawals, existing and proposed cooperative land and wildlife management areas, etc. Also, we believe it is safe to assume that the open range land would not be suitable from the standpoint of the private owners of these park inholdings. Neither would the woodlands be desirable to an exchange proponent.

This brings us down to the commercial forest land, and the special purpose land. It is estimated that we have 275,000 acres of commercial forest, valued at \$53,075,000. If every acre of this were applied on exchanges, it would still leave a deficit in our proposed park acquisitions. ELM timberlands are widely scattered, but they do produce a substantial volume of timber in the aggregate, and contribute to local economies in several areas. In addition, these lands have high value for extensive public recreation - hunting, hiking, picnicking etc.

As mentioned above, the "special purpose lands" are those lands having their highest value in the more intensive uses, primarily intensive developed public recreation. Included would be the National Land Reserve which is already inside the proposed Whiskeytown and King's Range areas, Cow Mountain, Elder Creek, and lands adjacent or tributary to New Melones, Don Pedro, Exchequer, Auburn, Oroville, and many more existing and proposed water development projects up and down the Central Valley.

Development of these lands is sorely needed right where they are. Little would be gained, for example, by an exchange of land adjacent to New Melones Reservoir for private lands on Point Reyes. Naturally, we would not consider such a transaction, and so these special purpose lands would not be classified as suitable for exchange.

To summarize the situation, then, unless we contemplate utilizing every single acre of commercial forest land as base, we cannot begin to accomplish all of the exchanges which appear to be facing us. Assuming such a decision was made, we would still be faced with mining claims and occupancy on many timbered areas.

V. Specific Management Program and Problems - Range and Forestry

1. Forest Management Statement. The estimated 270,000 acres of commercial forest lands in the northern California counties listed support an estimated stand of 5 billion board feet of timber. Current annual growth is estimated to be 60 M bd. ft. and the cut in these counties is 22 M Bd ft. this year. Our Long Range Plan is to manage these stands under sustained yield principles. Under intensive forest management the potential annual growth of these stands should easily be raised to around 100 M bd. ft. per annum.

Inventory is only about 15-20% completed on these lands at the present time. Our plans are to step up this inventory as funds are made available with a goal of completing inventory of the commercial timber stands in 1965. Upon completion of this inventory we can accurately determine the sustained yield and raise the annual cut to that level.

Also within the listed counties of northern California are 510,000 acres of the woodland type. Very limited information is currently available concerning these stands but we estimate a current annual growth of over 10 M bd. ft. not being utilized. Our plans call for an inventory of these lands and resources and development of plans to place these stands under management.

We also have about 300,000 acres of brush covered lands within the Clarke-McNary Forest and watershed zone in these counties. We plan rehabilitation and intensified management of these lands. Soil and vegetation surveys are urgently needed to determine the most productive use of these lands. Our current conservative estimate is that at least 25% of these brushfields, or at least 75,000 acres will grow timber and should be reforested and added to our sustained yield timber acreage. We are currently programming this job over the next 10 to 15 years as rapidly as funds are made available.

We are recommending that all of the present stands of commercial timber plus the brush fields suitable for reforestation and necessary for watershed protection be managed primarily for sustained yield timber production. We anticipate that other uses, such as recreation, grazing and wildlife will be integrated, not excluded, from these lands under multiple use principles.

Access roads are needed to open up most of these forest areas in northern California, for management purposes, to harvest the timber resources, rehabilitate and develop the natural resources of the area, as well as for recreational and wildlife use by the public. The present road system is inadequate. In many instances the present roads, usually of very low standard, are privately controlled across private land with locked gates. Our long range plans are based on purchase of

permanent exclusive easements across these private lands followed by construction of adequate roads to systematically open up and develop these areas.

2. Protection.

A. Timber Trespass

- (1) 200 known cases estimated value over \$1,000,000
- (2) 700 suspected cases estimated value over \$4,000,000
- (3) Approximately 25% of forestry personnel spend full time on trespass investigation work
- (4) Plans call for elimination of backlog by 1967
- (5) Have handled 13 cases as criminal, 10 of which were successful
- (6) Criminal prosecution of new California trespass statute 3346 has significantly reduced incidence of new trespasses.

B. Insect and Disease

- (1) Attacks and losses in Douglas fir has been minor in nature for past 3 years in northern California
- (2) Attack of beetles in Ponderosa pine has been severe for past 3 years in northern California
- (3) We have made salvage sales of bug infested and fire killed timber, wherever economically feasible as far as personnel and funds will allow
- (4) Several projects of spraying, peeling and burning of infested areas have been accomplished in attempts to prevent further epidemics
- (5) Cooperated closely with United States Forest Service and State of California in the identification and treatment of areas of infestation
- (6) Future plans
 - (a) to immediately salvage all timber killed by insects or disease where economically feasible
 - (b) increase efforts to minimize major infestations by treatment of buildup areas insofar as funds permit in cooperation with other government agencies

C. Fire

- (1) 16.8 million acres of National Land Reserve in California
- (2) 1,750,000 acres under contract protection agreement with United States Forest Service and California Division of Forestry (mainly in northern California)

- (3) 4,000,000 acres protected by force account agreements
- (4) Current year budget \$444,000 for California
- (5) A complete study of fire protection problem on National Land Reserve in California is presently being made to determine the most economical method and level of fire protection necessary to hold fire losses to a minimum. Results thus far indicate that major areas of National Land Reserve should be protected by BLM protection forces. Present plans call for implementation of these forces in first priority area by 1965 and second and third priority by 1967. Remainder of National Land Reserve will receive protection from fire by cooperative agreements and contracts with United States Forest Service, California Division of Forestry and county fire organizations.

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(3) 4,000,000 acres protected by forest reserves
 agreements
 (4) Current year budget \$44,000 for California
 (5) A complete study of fire protection problem
 on National Land Reserve in California is
 presently being made to determine the most
 economical method and level of fire
 protection necessary to hold fire losses to
 a minimum. Results thus far indicate that
 major areas of National Land Reserve should
 be protected by fire protection forces.
 Present plans call for implementation of these
 forces in fire priority areas by 1955 and
 second and third priority by 1957. Reminders
 of National Land Reserve will receive protection
 from fire by cooperative agreements and contracts
 with United States Forest Service, California
 Division of Forestry and county fire organi-
 zations.

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